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## BULLETIN

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### Infant Care and Emotional Growth

DR. MARGARET A. RIBBLE

SOME of the finest efforts at child care go amok because the perspective on the beginnings of problems and the more remote development of them becomes lost. It is extremely difficult to see how delinquency, neurosis or other less serious maladjustments get their origin, and we are prone to blame the precipitating factors which bring out these tendencies, rather than the original factors which tend to predispose a child to or actually produce, behavior difficulties and later unsocial behavior. This is a good deal like the situation in physical medicine some years ago, where the orthopedist attempted to straighten out bow legs and other bone deformities which we later found were due to improper feeding in the beginnings of life.

The first feelings of well being and security are highly colored by the care and handling of the first year of life. A primary necessity for babies, as important as food, sleep, or any of the other factors on which his life depends, is consistent, personal, tender care, which should be given as far as possible by one person to whom the child can attach himself. The young baby is entirely dependent on the mother or nurse for emotional stimulation.

#### Separation is Serious

It has not yet been generally recognized that a separation from the familiar person is as serious as a physical injury. Sincere and interested persons ask: Does it affect an infant to be placed temporarily in an institution; is he disturbed by being "tried out" in one foster home after another; does it make a differ-

ence if several different people care for a baby? The answer is that usually it makes the difference between a well-adjusted child with a sense of security and a child with behavior problems. We are extremely prone to think, however, as did the ancients, that wisdom is a quality which springs full-blown from the head of Zeus, and that happiness is a gift of the gods.

#### The Importance of Attachment to Adult

Today the factor that we are likely to leave out of our thinking when faced with the problem of caring for young children whose homes are broken up, or whose mothers feel they should go to work, is the importance of the first relationship between the infant and the adult who cares for him. Close study of large numbers of babies during the first year of life shows conclusively that the child has an innate need to attach itself to one person (normally the

mother) and to maintain this attachment over a long period of time.

When a baby is born we usually think of him as a finished product, endowed by heredity with all the necessary qualities and able to develop spontaneously as far as his mental life is concerned. This is far from true, for nervously and mentally the newborn child is incomplete. The emotional tie between him and his mother is just as important in his development as was the physical tie which existed before birth.

Parents, doctors, social workers, and all of those who are deeply concerned with child welfare, must come face to face with this fact. They must arrange that the emotional relationship between the mother

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(or nurse) and child is not disturbed in the first months of life. The next step is to see that this relationship expands into the second stage, so that the child with the help of the mother can relate himself to others in the family or group. Thus he attains his emotional balance, somewhat as he learns to eat new foods and to coordinate new muscular skills.

The writer has had the unique opportunity of studying this problem from many angles, over a period of eight years. This research brought out beyond a doubt the fact that the emotional growth and balance of the infant is largely determined by the first relationship which it forms with its parents or nurses. The capacity of human beings to form sound relationships with other individuals is begun in the first weeks of life. The emotional faculties have to be fostered and given the opportunity to become integrated if the individual is to become a healthy social being.

The following case illustrates some of the frequent results of emotional change.

Baby Sue was a child born under the best possible circumstances. Her parents were both college-trained, the father a successful architect, the mother a teacher. The pregnancy of this mother was entirely comfortable and healthy, the obstetrical care the best obtainable. The child was not breast-fed because the mother was engaged in a research project in education and felt that she could not "tie herself down" longer than one month after the birth. An excellent nurse was engaged to take complete charge of the child. This woman was warm-hearted and had a deep love of children as well as the finest medical training. The baby had contact with her parents half an hour in the morning and the evening.

For five months everything appeared to go along ideally as far as the physical development of the infant was concerned, and her contentment with life seemed well established. Then, with great suddenness, problems came. The nurse was called away and had to leave on a few hours' notice, and another woman who seemed equally good was engaged within a few days. The child, however, without crying or making any other form of protest, absolutely refused to take any nourishment. Both parents left their jobs and worked in shifts, day and night, trying to induce this apparently healthy, vigorous youngster to take her bottle. They did not succeed. They sought medical help, and finally milk was introduced into the child's stomach by means of a nasal tube; some was retained, but most of it passed through undigested. After three or four days the infant appeared to be in a serious state of health. The old nurse was told of the situation and implored to come back to save the child's life, which she did. Within a week's time, the baby's feeding difficulties cleared up. She again appeared content, and her development progressed as it had before her nurse had left.

This case is a somewhat exaggerated example of what constantly takes place with children who have been deprived of the first natural adjustment to life, which is breast feeding, and who then become over-attached to one nurse who has complete care of them.

Breast feeding is a requisite not only for healthy physical and nutritional development, but for the essential emotional relationship to the mother. I think it is not too strong a statement to say that every child who does not have this relationship for at least four months develops a sense of deprivation for which compensation is extremely difficult.

Substitutes for the natural relationship are frequently necessary, but not nearly so frequently as is often supposed. Most people feel that once a child is adjusted to the milk formula, an important step is taken in his life; however, once a child is adjusted to his mother or a nurse, he has entered upon an even more important phase of life. A close physical contact, which simulates the pre-natal closeness to the mother, must be maintained for three or four months, replaced gradually as the child's faculty of awareness leads him on to a more independent existence. The shuttling of infants from one home to another or from one nurse to another brings about stagnation. An infant cannot be shifted back and forth as if he were a piece of baggage whose destination is not clear.

#### Some Effects of Lack of Attachment

Let us consider one institution for infants which has the outward appearance of being a baby Utopia. It is air-conditioned, with vita-glass window-panes and unlimited sterilization and pasturization facilities. The daily schedule of each tiny inmate is regimented somewhat as follows:

- 6:00 A.M. Each baby is diapered in record time and the bottle placed in his mouth, by *Miss A*.
- 8:30 *Miss B* takes him up for a bath and fresh clothing, replacing him precisely, without a word.
- 9:00 *Miss A* envelops him in a large towel and fills his mouth with cod-liver oil.
- 10:00 *Miss B* brings him his second bottle and places it in his mouth.
- 12:00 *Miss C* places him by the window for his sunbath.
- 2:00 P.M. *Miss D* briskly diapers him and brings him his third bottle.
- 4:00 *Miss C* gives him a drink of water.
- 6:00 *Miss A* diapers and sponges him, puts on his night-gown, and inserts his bottle.

After this darkness prevails in the nursery and a beautiful painstaking chart is made out for each child, recording his exact weight, the color and number of his bowel movements, his temperature at 7:00 A.M. and 5:00 P.M. and whether he vomited his cod-liver oil.

The responses of the majority of babies aged from birth to eight months to this mechanical and impersonal system of handling fall roughly in two different groups.



1. The babies who do a good deal of howling. They are the most vigorous infants. Their muscles are usually tense if you pick them up (the so-called hypertensive babies). Some show protest by pushing themselves inch-worm fashion into one corner of the bed.

2. The babies who cry feebly. These are the less vigorous infants. Their muscles feel flabby. They are usually pale and sleep a good deal. Their protest is as feeble as their cry. Often they are considered "good babies," while the first group are known as the "fighter brigade."

These are the most obvious responses. A more far-reaching result in children who have had many changes in the father, mother, or in the nurse or caretaker may be that their ability to form attachments is not possible until much later on. Their capacity to respond may be lessened. Often foster mothers or adoptive parents make the complaint that these children do not respond to love or to gifts or to other things that are done for them. This unresponsiveness is an extremely unfortunate thing and often makes the particularly sensitive child who needs a home incapable of accepting one. Depression and a feeling of not being wanted is another response to such changes. Perhaps most serious of all is the child who becomes very auto-erotic in an exaggerated way and turns to his own body for the satisfactions which he should get largely from the outside. This leads to the problems of masturbation, prolonged thumb-sucking, and many other of the so-called "habits" of early infancy.

### Children from Broken Homes

When we come to the problem of the care of children whose homes have been broken up and who must be placed either in institutions or in foster homes, it is necessary to make ourselves aware of subtle factors of the relationship between adult and child which are sometimes extremely difficult to grasp. The effects of institutional care on babies and young children has been studied and the result is a unanimous agreement that a home, in which there is a motherly woman and an interested father, is better than the finest of institutions with the most scientific facilities, even though that home is far from being as clean or as beautiful as we might wish. A continuous environment of emotional warmth is necessary for the primary organization of the child's personality. No institutions can have the organization, and the personnel that would give children the amount of personal mothering, from the same source which they need.

### Conclusions

#### TO SUMMARIZE THIS BRIEF STATEMENT

The result of *sudden* change in the personal care of children should be a matter of deep concern. A young

child's reaction is often physiological. That is, the child may refuse to eat, may vomit, may become constipated, or begin holding his breath. The somewhat older child, whose emotions have had the chance to come into use, develops more distinctly effective reactions, emotional reactions. The physiological response is still there until some time after the walking and talking period, but the emotional reaction predominates after approximately six months of age in the healthy baby, and the result of change may be excessive crying or withdrawal.

It must be accepted that, with the best of intentions, on the part of both parents and social agencies caring for children, there will necessarily be infants and young children who will have to be separated from their parents, removed from institutions or foster homes. Every measure must be taken to lessen the shock of removal. The change should not be sudden. Some effective measures have been tried and are being used by some social agencies responsible for the placement and care of infants and young children. The child meets and gets acquainted with his new mother, nurse or foster mother before he has to come to live with her. It is easier for a child to take this change if he has been guided through the process of getting acquainted with the new person by someone he knows and in whom has confidence. The case worker therefore strengthens her relationship with the child before he is to be moved, that she may serve as a familiar tie during the period of change. Familiar toys and other objects of daily use are brought along in so far as is possible. The difficulty in finding effective measures for allaying the anxiety of the infant and the very young child, when separated from the mother, emphasizes the urgency of keeping the relationship between the mother or mother person and the baby unbroken and warm.

### Regional Conference

THE Southern Regional Conference will be held November 14-17, 1944 in Raleigh, North Carolina. The Chairman is Dr. I. G. Greer, General Superintendent, Baptist Orphanage of North Carolina, Thomasville, North Carolina. The Program Chairman is Mrs. Josephine A. Cannon, Consultant, Division of Child Welfare, State Department of Public Welfare, Columbia, South Carolina. Please note the change in headquarters. The conference will be held at the First Presbyterian Church.

## Institutions for Delinquent Children\*

HERSCHEL ALT

Executive Director, Jewish Board of Guardians, New York, N. Y.

**I**NSTITUTIONAL care of delinquent children has claimed comparatively little interest of social workers and public spirited citizens. This is still true today in spite of the unprecedented public interest in the problems of delinquency which has taken place since the beginning of the war.

This lack of both general and professional concern becomes even more serious when one considers the large population of training schools for delinquents and the conditions prevailing in many of them. In 1942 there were approximately 30,000 children in 167 public institutions in this country and the number is probably higher today.

Although we are warranted in believing that the quality of the care offered by these institutions has been improving in recent years, the first volume of the Osborne Association's Handbooks, published in 1938, contains this statement:

"It is a shocking fact that in 1937 in institutions for juveniles, we found such punishments as whipping, wearing handcuffs, being shackled to the bed at night, working in shackles and big chains, cold tubbings, confinement in strait jackets, and long hours of standing rigidly at attention."

The disclosure of these facts places the country under deep obligation to the Osborne Association for conducting surveys of state and federal training schools for delinquent children. In all, the Association has published reports on 35 training schools since 1937.

While it is beyond the purposes of this article to present any detailed statement of the findings of these studies, a few facts may be noted. In spite of the problems created by the war the Association reveals progress in both states covered in the latest survey. One of the important positive developments is the introduction of centralized state control and management in both Virginia and North Carolina.

Virginia not only has centralized administration but has also a centralized intake plan. All children are committed to the State Children's Bureau which is responsible for the initial study and allocation of each

child. The Bureau is permitted to adopt whatever plan for the treatment of the child it considers best, and it may place him in a foster home as an alternative to admission to one of the institutions.

### Serious Shortcomings

On the whole, the programs of these institutions represent a higher level of care than those covered in the earlier studies, and many changes for the better have taken place during the two year interval between the time the study was completed in 1941 and the report published in 1943. However, in 1941, in one of the institutions, serious overcrowding was found, usually two boys sleeping in the same bed. Buildings were characterized as fire traps. Corporal punishment taking harsh forms was almost wholly relied upon to maintain discipline. The daily program began at 5:30 A.M. and ended at 5:30 P.M. when the boys were confined to their dormitories. There was no provision for any evening activity. The total budget for the academic school in an institution serving over 350 boys was \$3,350. The cash salaries of the teachers was approximately \$400 each plus maintenance for a nine-month period. Startling inadequacies in diet are reported.

There is evidence that even where a program is well conceived in terms of content and structure, the actual provision of resources is still insufficient. Thus, even where the merit system has been established, the size of the staff provided is not large enough for the program, with the result that hours are extremely long, and the salaries are inadequate to attract competent personnel.

### The Osborne Viewpoint

Besides surveying the actual conditions found in these institutions, these reports serve as a medium for a presentation of the Osborne Association viewpoint regarding institutional administration. Thus, for example, in relation to discipline, the Association has this to say:

\* Comments on reports contained in Osborne Association's Handbooks on Institutions for Delinquents, Volume I of the Association's Handbooks, published late in 1938 covered the West North Central States (Iowa, Kansas, Minnesota, Missouri, Nebraska, North Dakota, and South Dakota). Volume II, covering Kentucky and Tennessee, was published early in 1940, and Volume III, covering the Pacific Coast States, late in 1942, and Volume IV, covering Virginia and North Carolina in 1943.



"It is possible to have good discipline and respect for authority without harshness or cruelty, sensible rules without repression, kindness and humanity without sloppy sentimentality, and naturalness in the daily life of the school without weakness and laxity. It is believed that the best basis for good discipline is high morale, and that this morale can be achieved in a training school which has a staff of intelligent, understanding and humane men and women, adequately staffed professional services, and a program that takes full account of the needs and capabilities of growing boys and girls and of the natural desires, interests and instincts of childhood."

It is a well-worn truism, the Association feels, that the prime essentials for a training school or for any other institution concerned with the training and treatment of human beings are personnel, plant and program, and most important of these are personnel. Throughout these studies, two ideas are particularly stressed—the need of individualizing the training and treatment of individual children and the need of personnel in adequate numbers, fitted by natural ability, training, experience, personality, character and genuine interest for work with maladjusted children. Inadequate appropriations for personnel and low standards of selection mean not only waste of the taxpayers' money but the even more tragic waste of human lives that could be salvaged.

#### Suggestions for Improvement

No responsible person could consider these conditions without a strong desire to formulate a program of action which would help improve the situations in which delinquent children live in institutions. In my opinion the following steps would prove of great help:

1. The centralization of administration of these institutions in a single state agency preferably as part of the Child Welfare Division of the State Department of Welfare.
2. The recruiting and training of administrators and children's supervisors so that a professional service might be developed as quickly as possible; and the definition of the skills called for in a treatment program and in the planning of a therapeutic environment.

The centralization of administration in a single state department is essential to assure the necessary leadership for a sound program. It should result in a levelling upward of the standards of administration. The central board department would be responsible for the definition of the function of each institution within the total program of the state, the kind of administrative structure best suited to its function, as well as standards of personnel management.

Everyone agrees that the quality of personnel is the most important single factor influencing the kind of treatment provided. At the present time, the scarcity of qualified personnel is particularly marked

among the primary staff groups which include administrative personnel and the cottage parents or children's supervisors. The complete solution of the problem must wait until professional qualifications for these positions have been more completely defined, training programs established and a supply of trained workers built up. There are, however, many serious theoretical and practical problems for which a solution would have to be found before this goal could be achieved. As a matter of fact, curricula for the training of institutional workers have been in existence in one or two schools of social work for a number of years but many of the graduates have drifted into other fields of social work rather than the one for which they were specially trained. This, in part at least, has been due to the fact that the working conditions and administrative policies of many institutions are of such a level as to preclude any continued employment by persons with professional training and goals.

#### Mobilizing Qualified Personnel

It seems to me, however, that pending the more complete development of professional training and more favorable working conditions, the situation could be much improved if concerted efforts were undertaken to discover, develop and conserve the best possible personnel for institutional services. What I have in mind has in the past been substantially achieved by national agencies in specialized fields of case work. Before a substantial number of trained workers were available for the children's field the Child Welfare League actively engaged in developing the best available qualified personnel.

A national agency with field staff, one of whose major functions would be the development of personnel would do a great deal to improve standards in institutions caring for delinquents. It should undertake the task of defining the content of training for some of the key positions in such institutions and the conditions which must be present before professional service is possible. Until this can be achieved, the agency should seek to discover the workers in the field with the best abilities, should encourage them to add to their professional equipment, and should facilitate their transfer to the most responsible positions. This would involve the development of part-time training programs such as institutes, and some informal job placement.

One of the most unfortunate aspects of the present situation is the loss to the field of many young people who do not see any worth while opportunities ahead

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## Wartime Plans for Child Welfare: *Alabama Studies Its Needs*

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**P**ROBLEMS are multiplied for children when home life is disrupted by a war of great magnitude. Crowded living conditions, broken homes, neglect and lack of control by parents, and unwholesome community life are not new nor do they originate necessarily from circumstances inherent in an era of war. It is true, however, that war conditions have increased the hazards which always affect children's welfare and have emphasized the importance of safeguards against them.

In Alabama it was apparent even during early defense preparations that increasing demands would be made on the state and county departments of public welfare. The opening of new war plants and the expansion of industries under government orders brought new factors into the life of communities throughout the state.

Since February, 1941, the county departments of public welfare in Alabama have reported regularly to the State Department on conditions intensified by the war situation, and have outlined some of the ways in which communities have dealt with the problems. The following excerpts from these county reports show some effects of the war and some ways of attacking them in a state whose per capita income is far below the national average.

### Family Life

The dislocations caused by the war have been felt in every community, with serious results for the stability of family life. One county reports:

"The Department of Public Welfare is receiving the impact of war from many sources, but the most pronounced at this time seems to be the problem arising from separation of families because of actual military service or employment in the war plants, with the latter situation causing the majority of the problems. A comparison of the 'Service Only' cases carried for the month of May 1944 and for the same period two years ago shows nearly double the number of cases today."

A typical report states: "There have been notable changes in the entire community since the last report was made." Virtually every threat to the family is enumerated as an increasingly frequent result of changes caused directly by the war. With the entry of fathers into the armed forces, "many women have had to make changes in living conditions," going to

live with relatives in strange communities, or seeking employment in war plants or on farms. Because of the severe labor shortage, "women and children who have never done farm work before are operating tractors and other farm equipment," and doing the lighter farm jobs.

The thousands of rural families in this agricultural state have been affected vitally.

"While many of the larger farmers are overcoming the labor shortage through the use of machinery, this is impossible for the smaller farmer. It is the latter and his family who are chiefly affected by war exigencies. He is being forced to leave his farm and family and seek work elsewhere or to move to communities where he and his family can find work. The families who are left at home have to become readjusted to the non-farm life or adjusted to life in a new community."

The psychological results of such war conditions have appeared in every aspect of family life. In homes where the father has left to join the armed forces, "this has caused much concern, especially among the children." Parents and children alike reflect the tension and instability of a war period. Here are the statements of three county agencies regarding the effects of the war upon parents:

"There is a 'seeping in' of war hysteria that is influencing marital relations. In one month, five cases were reported to this agency in which husbands had deserted their wives."

"There has been a siege of non-support cases. Most of them are army rejectees who have secured work in distant towns and refused to send money back to their needy wives and children."

"Cases of desertion of children by mothers continue to come to the Department. Recently a young child was abandoned by its mother, and through juvenile court proceedings, custody was transferred to the father who assumed responsibility for the youngster's care. In another case, the court likewise gave sole custody of the child to the father who with the aid of his parents has made satisfactory plans for the boy's care."

### Children

Children have suffered serious consequences, not only from family situations which the war has made more frequent, but from the mental atmosphere it has created. New problems have arisen, particularly among adolescent children:

"Children of unbroken homes are feeling the strain of war as well as those whose parents are separated or have deserted them. Many of them question the wisdom of going to school, chafe at parental restraint, and make crude and often unfortunate attempts to gain independence, attention, and adult status."



"The general unrest caused by war as well as the glamour of jobs open to adolescents have brought changes in the attitudes of this group. It is hard for them to understand why it is best for them to remain in school when they can earn as much money as adults. As one parent has said, 'My boy is growing up too quickly. He wants to take matters into his own hands and he is not old enough to know what is best for him.'"

### Child Welfare

Individual citizens as well as the welfare agencies recognized the gravity of the situation early in the war and set about finding a remedy. Dozens of agencies report invitations from local clubs to discuss the problem, steps undertaken by the communities themselves, and complete cooperation with the agencies by courts, schools, city governments, and groups of laymen. The following excerpts from the county reports indicate the extent of such community efforts:

"People have become increasingly aware of the dangers which war has brought to the younger generation. The public welfare department has been asked to discuss juvenile delinquency before local clubs. Individuals, too, are facing the problem frankly, realizing that their teen-age youngsters are not necessarily immune."

"Excellent cooperation exists with the city and county law enforcement agencies. Any youth under 16 who is brought to their attention for any cause which requires counsel or court action is brought to the public welfare department or referred to us for service. This is particularly helpful with regard to first offenders who can be given service without court action. They are seldom brought in as repeaters when the kindly police officers work closely with the court and probation officers."

"Recently a round-table discussion was held at the local high school on the subject of juvenile delinquency. Representatives from various public agencies were invited to speak and to furnish suggestions as to suitable plans which might be made for teen-age boys and girls. While it was believed that there was little delinquency among the youth of this county, leaders at the meetings were anxious to take the initiative in providing proper recreational activity for boys and girls to prevent their becoming delinquent. The local gymnasium is available at any time upon request for various social gatherings which are sponsored and chaperoned by reliable adults. Affairs are held frequently and results so far have been gratifying."

"School authorities have employed a person in the community who is skilled in cabinet-making and wood-working to teach the boys these arts. The children have responded to this project, and it is felt that conditions have improved since the idle time of children in this section is being constructively utilized. In connection with the same undertaking, boys have been assigned various jobs, such as cutting grass in the school yard, helping to regulate traffic, etc. Because these youths have been approached in a positive manner, they have considered their jobs fun rather than work."

The children themselves have participated in at least one city:

"A group of local high school boys and girls have planned their own anti-delinquency program by creating the City Youth Club to sponsor games, music, dancing, and other entertainment under careful adult supervision for each week-day night during the summer. Members of adult organizations have volunteered to act as chaperons each evening. The mayor has endorsed the project, and it will be financed by the city."

### Recreation

Permanent achievements for the welfare of children have been attained by many communities. Most striking, perhaps, are the provisions for recreation which have been established:

"The most outstanding development with respect to the efforts of the community to meet the needs of its citizens has been in the recreation field. The city recreation department made extensive plans for summer activities as did all other recreational agencies. A directory indicating summer activities has been published by the Council of Social Agencies and a copy distributed to all groups and organizations working with people."

"There are only four incorporated towns in this county, but each one is endeavoring to prevent juvenile delinquency. Each has a trained recreational leader for the summer months who was appointed by the educational department with the towns, churches, and other organizations assisting with the cost. Recreation of young children is supervised as well as that of the teen-age group."

One report after another shows some special plan designed to solve the community's special problems. Quotations from a number of the reports will show some of the ways of meeting local situations:

"The civic organizations of the county seat have organized a recreation council which is sponsoring play activities at the high school. Programs are planned for each Thursday from the middle of May until the opening of school. Games include volley ball, shuffle board, tennis, badminton, horse shoes, croquet, and table tennis. Other activities are programs for young children, story telling, music and outdoor cooking. It is believed that a community service, greatly needed at this time, will be the outcome of this weekly series."

"One of the consolidated schools is sponsoring community play once a week. There is recreation night where old and young join in the fun of table games, bowling, ping-pong, basketball, and tennis. On Saturday night, those who care to do so may attend a picture show at the school. Chaperoned dances are held from time to time."

"The old Navy doggerel 'When in danger, when in doubt run in circles, yell and shout,' may have been applicable at times to the attitude of the people of this county toward recreation. The time of yelling and shouting is passing, however, and constructive planning as well as execution of the plans is well under way. A youth center for the county seat is now an assured fact. The city has made an appropriation, and teen-agers who are working are contributing some of their earnings toward the project. The two governing boards for the center include adults and youths, each meeting separately and then in joint session. There will be a trained, paid worker at the center at all times, and during the summer three professional workers will assist with the program."

"The city recently completed its drive for \$1,000 to maintain a playground with a paid supervisor during the summer months. The town council donated a large sum and cleaned a hitherto little used park. A recreation council has held frequent meetings and drawn up rules for maintaining the playground. The Boy Scout cabin located there will be available on rainy days. Everyone has commented that "this is the best thing the town has ever done."

"The many agencies and organizations throughout the city are planning expanded recreation programs for the summer months. The Youth Club has about thirteen hundred members and operates on a sound basis of planned entertainment and supervision. In one section of the city, in response to a questionnaire,

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## BULLETIN

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Henrietta L. Gordon, *Editor*

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### War Casualties Among U. S. Children

THE end of 1944 will find the statisticians compiling such summaries of war costs as will warrant careful and sober scrutiny. Dollars spent will run into billions; men killed, wounded, and missing will be numbered in six figures; the increase in delinquency will be perceptible; and the increase in deaths and serious illnesses among infants in the United States will be large enough to warrant public attention and such analysis as the facts permit.

Much has been written about delinquency, some in exaggeration, some in realistic portrayal of war's heavy hand touching our youth. Those who want one of the most recent and most eloquent statements\* yet published should read the brief pamphlet which summarizes the findings of a study of juvenile delinquency made by the Pepper Sub-Committee of the Senate. Illustrated with attractive graphs, it can be read in fifteen minutes.

The infants we are losing in excess of those claimed by the ordinary death rate are the victims of more than one circumstance. Diarrhea probably is the most common cause of this additional wartime mortality among infants—but what causes the diarrhea? As never before in our country babies are separated from their mothers; those substituting for these mothers in foster homes too often are caring for more than one child; babies in institutions require care from workers who are disciplined and alert—if they are to escape cross infections; overwork and ignorance on the part of those actually available for such service are taking their toll.

The nursery and maternity ward are not as safe as

\* May be obtained from the Government Printing Office by requesting Senate Sub-Committee Report No. 2, September, 1944, entitled "Juvenile Delinquency."

in pre-war days. Even in New York City, less disturbed than some cities by the war, the situation has claimed the attention of the health authorities. The World-Telegram of September 21, 1944 states:

#### "5 Nurseries Stay Shut by Diarrhea"

"Five of the nine hospital nurseries closed by the Health Department because of an epidemic of diarrhea during the summer are still closed, Dr. Samuel Frant, director of the department's bureau of preventable diseases, reported today.

Dr. Frant emphasized that there have been no outbreaks of the disease recently although department records show 149 cases and 39 deaths reported since last June, as compared with 103 cases and 24 deaths for the same period last year. The year's total to date shows 181 cases and 50 deaths, compared with 238 cases and 48 deaths in 1943. A 'marked increase,' Dr. Frant said, occurred this year from June to August."

The Child Welfare League of America has properly used part of its fund obtained through American War-Community Services to study the advantages and disadvantages of the care of infants in institutions (including day nurseries) and in foster homes. Miss Mary Keeley of the League's war services staff and Miss Alice T. Dashiell of the regular staff have given time to the study and now are preparing reports of their findings. On July 10th the U. S. Children's Bureau called together in Washington, pediatricians, psychiatrists, psychologists, educators and social workers to consider problems peculiar to the care of infants and pre-school children. There was general agreement that infants should be spared institutional care.

The physical needs of babies are hard enough to meet where the most deluxe of institutional standards prevail, but even in such favorable environs the institution or nursery cannot give babies the emotional satisfactions essential to their balanced development. Wartime experience is proving that the Child Welfare League has been justified through the years in urging the discontinuance of institutional care for infants and the use of foster homes for all under two years of age and preferably for all of pre-school ages.

San Diego, where war pressures are terrific, had 785 foster homes licensed for use in January, 1944. Foster homes are hard to find, but they still can be found. Infants requiring such service should have priority which will assure them care in foster family homes.

HOWARD W. HOPKIRK



## NEWS FROM THE FIELD

## FEE PROGRAM

The Jewish Board of Guardians of New York has announced the adoption of a non-profit fee program for families able to pay for the agency's child guidance service. The agency will continue its case work and psychiatric help without cost to families unable to pay.

This program has been adopted after considerable study by the agency, and was based upon several recent developments. These include the following:

The agency has increasingly been emphasizing help to children at an early stage, before their difficulties or behavior becomes severe. It is felt that many parents were deterred from using the agency's service earlier, because of their concern that this would stamp their child as "difficult" or even "delinquent," and would at the same time be an admission of their own weakness as parents. The payment of a fee gives them a different sense of control and investment in the relationship, and a greater feeling of freedom in using the service. Parents have themselves expressed the thought that they feel more comfortable in paying for the help.

The payment of a fee helps also to establish in the client's mind the professional content of the service. They pay for psychiatric case work help as they would for any other kind of professional consultation.

Like all other social services established without cost, the agency has and continues to be used primarily by the economically underprivileged. The problems which it is equipped to meet, however, cut through all sections of the population. The use of a fee makes it easier for those in the middle-income group, who had previously hesitated to come to a free service, to apply for help. Accordingly, it helps spread the area of the agency's usefulness.

Because of improved economic circumstances, most people are better able to pay for help, and it is therefore an opportune time to introduce the new plan.

In view of the fact that the agency's case load is high, and its services are being used to the maximum, the fee program is not intended at this time to bring a larger number of applicants to the agency. It is being used instead with families currently under care, at the discretion of the case worker, and with new applicants regularly applying for service.

In its application, the fee program is administered primarily by the case workers, who determine with the client whether a fee is indicated and what the amount should be. The fee scale is based upon the income of the family, but is used flexibly by the case

workers, depending both upon the individual circumstances and the requirements of the case work situation. The actual collection of fees is handled clerically.

## BOARD RATES PAID IN NEW YORK STATE

The New York State Department of Social Welfare has issued a report on "Rates of Board Paid by Counties and Cities in New York State for the Care of Children in Institutions and Boarding Homes." This report is based on a questionnaire survey concerning the rates of board paid by 57 counties and 8 cities in New York State which administer foster care programs for children who are public charges.

The report covers board paid for children who are referred to private agencies for placement in institutions and in foster family care, as well as for those placed in boarding homes under direct supervision of the public welfare department. Tables show amounts paid in institution as compared with foster homes as well as the percentage of increase between January 1941 and November 1943. The percentage of increase is worth noting.

"The average (median) increase in rate for institutional care ranged from 17 percent for infants to 20.5 percent for mental problem children. The average rate increase for boarding home placements by private agencies was from 16 percent to 20 percent, while the rates for children placed directly by city and county welfare departments rose between 20 percent and 25 percent. During this same period, from January 1941 to November 1943, data available for three large upstate cities indicate a cost of living increase of 22 to 25 percent. Thus the average increase in rates paid directly to foster parents by the public welfare departments more closely approximate the rise in cost of living than the increase in rates paid to the private child-caring organizations."

A footnote mentions that "since this survey was conducted, several of the localities have increased their rates."

This report is available for circulation to member agencies.

## Mergers

THE Children's Service Bureau, Inc. of Charlotte, North Carolina has merged and is now the Family and Children's Service Bureau, 121 East Third Street; Miss Irene E. Lamkin, is Executive Secretary.

## BOARD MEMBER COLUMN

## A MERGED AGENCY CONSIDERS ITS FUNCTION

There was a time not so long ago when I felt with members of our Board that our services were all inclusive, that is, if the public agency or some other community service could not or did not help a needy citizen that "our service" was there to do it and I was smug in the satisfaction that our staff could handle whatever problem arose in a satisfactory manner.

Today, as chairman of a newly merged agency, I am convinced that the Board has a responsibility in defining its agency's program as to specific function and area of professional responsibility. First, the staff needs to know what is expected of them as representatives of a particular community service. Secondly, the supporting public in our community has a right to know what service to expect from the agency. More important still, the clients who use our program are constantly trying to explore our service and need to know what help we can offer to them. What confusion, with well meaning, we must have created for our clients, staff, and supporting public in not defining specifically what we could do and what we could not do in providing help for those who came to us troubled.

Taking a stand and holding the line isn't easy in a community that is young in social welfare effort. On every side, from donors, interested individuals and other agencies, we are asked to do jobs for which we are not equipped. One donor who referred an employee of his to the public agency where he was not eligible for service according to their policies sent him to our agency where our function could not serve him either. The explanation made to the donor by the staff did not satisfy him so he planned to withdraw his support to the Chest. This example coupled with "What do you do for people if you don't give material relief?" stimulated staff and Board to do something about clarifying their function and also in taking real responsibility for interpreting to the community specifically what we can do and just as clearly what we cannot do. This has meant stock-taking of our services, a refocusing of our function, and the acceptance of a more discriminating policy of whom we can best serve. The vehicle we used to accomplish this was in the creation of the very carefully planned

and considered Constitution of the merged agency which sets forth our purpose and those who are eligible for help, which is as follows:

"To give help to families when such psychological and material help will enable them to resume their responsibilities and strengthen their family life."

"Counseling or the psychological rehabilitation process and material aid to be given for a limited period to families and individuals who desire to improve their family and social life and who show an ability to use such services responsibly to the end some constructive development can be effected. Counseling service is herein defined as a process of advising with an individual on his personal and family problems to the extent that an attempt is made to help him understand himself in relation to his problems and carry out a plan for their solution."

"When normal family life cannot be maintained and where children require foster care to further their development this service will provide foster care in accordance with the needs of the individual child for limited periods when that care will help rebuild the family. Care may also be given to determine whether the child needs permanent care away from home. This agency does not provide permanent care to children."

"Those eligible for service will include any person living in Charlotte or Mecklenburg County who are troubled, irrespective of race, creed, or color will be given an opportunity to present their request for help. Following consultation with the caseworker, the client and caseworker together will determine the agency's ability to help with the particular problem and the clients desire and ability to use the service."

The future will show how well we as Board Members can interpret this function. It will take courage, integrity, and application, which we hope to develop to the utmost, for I, with others of our Board, have a deep conviction that maintaining a service is not enough. Its growth and effectiveness will depend upon its dynamics of leadership. Thus we take responsibility for its policy making and its interpretation to the end this service can responsibly contribute to the well-being of family and community living.

—J. ARTHUR MAYO

*President, Board of Trustees, Family and Children's Service Bureau, Charlotte, N. C.*



### The Interpreter's Column

*The contributors to this column are invited guest writers who have had experience in interpreting various aspects of social work, and in promoting sound public relations.*

#### MRS. STEVENS CAN TAKE IT

Millions of words are written, spoken, and dramatized every year to convey to the giving public what social workers and agency heads are partly convinced is a complicated obscure story of what they do. The community is worried into believing that what case work has to offer is something special and sanctified. *We know* it means skill, preparation and training. But is that what we want to force down the community's throat or is it the results of these skills we are trying to get across?

Must we veil ourselves in mystery? Must case work continue to be, for the most part, remote in meaning so that it handicaps and blocks us in winning friends and influencing people? Can we win the public only through the Pollyanna tale, the Hollywood ending or by pointing out that we are God given and twice blessed—and that's how we do it?

In spite of this obscurity, community support for our programs throughout the country is steadily rising! Campaign goals grow like Topsy, go over the top, and the sky is the limit, it would seem, in money raising circles these days. Some may argue that the giving public likes the mystery and why do we worry anyhow? Only an ostrich would fail to see that the increased giving is due in part to the enormous amount of money being made and the federal tax program. It may be another story when the smoke of battle clears. When the war comes to an end, we will find that millions have given to philanthropic agencies who had never given before. Then too, in the last years we have seen to what extent labor is participating on the giving end of the stick rather than on the receiving end. The inner sanctum of philanthropy is no longer an inner sanctum. We will want to prepare the community to continue support in the post war period, and perhaps this new vast army of givers won't do so without questioning our goals and our ability to convey what we do.

The experts in the advertising field, particularly in radio, find that they sell their product best by giving it a "family setting"—relating it to the *customer's* life situations. Thus "Henry Aldrich" sells Postum,

"Fibber McGee and Molly" sell Johnson's Wax, and "true love story" serials sell soap. What could seem easier for us who are dealing with a human commodity—who are trying to "sell" children?

Normal family life is what the giving public feels they have to offer their own children. Mrs. Stevens, Board member and active year round supporter of the Chest and many causes, really does want a secure childhood and emotional and economic independence for all children—as well as her own. She knows that some children's lives are complicated. They are unwanted, neglected, confused, without roots, and really have no sense of "where to put themselves"—the beginning of a sorry adult structure. The case worker strives to achieve with them and for them independence through emotional security. Mrs. Stevens takes that goal for granted for her own children because for them it has been a traditional commodity. Her children's lives are not so besieged. So after all, the case worker's goals and Mrs. Stevens' goals are truly parallel ones. Mrs. Stevens translates her goals for her children into a community concept. It is crystal clear when she is planning for the total community through a vast network of housing projects, guidance clinics, health programs, etc. But our job is to give her sufficient insight into the specialized needs of individual children. And at that point case work must make the individual's needs equally clear so that—case worker and Board member—can together forge common goals for the children they mutually serve in two different capacities. They cannot exist—one without the other.

The family doctor does find that he can translate his scientific diagnoses and findings into terms which not only his patients can understand and accept but the total community can and does grasp it, although every home does not need a "family" consultant. The case worker has an obligation to do no less in translating her scientific skills to Mrs. Stevens and the public she rallies for support. We need to be less "awed" by the uniqueness of case work skills and more concerned with telling Mrs. Stevens the facts of the case. Mrs. Stevens, I'm sure, can take it.

—BLANCHE T. MAHLER

Director, Community Relations, Riverdale Children's Assn.,  
New York City

**Institutions for Delinquent Children***(Continued from page 5)*

and drift away after a brief period of employment. Thus, many case workers in children's agencies could qualify as administrators if they were encouraged to acquire additional experience in direct care of children. Similarly some of the members of the teaching profession who have special skill in management of delinquent children might, by taking courses in social work and mental hygiene, become qualified for responsible positions in the institution.

Progress in actual treatment as well as in the definition of the content of training programs will be limited until the institutional field itself formulates, out of its own experience, a philosophy and methods of treatment. Social case work has only been able to develop its own philosophy and treatment procedures with the recognition that it had been depending too largely upon related professions for direction. Thus, the institutional field still relies too heavily upon the knowledge and experience acquired in other relationships by other professions, such as, psychiatry, case work, progressive education. The experience of the psychiatrist may be heavily weighted with treatment of sick adults or may be limited to the clinical setting, without much opportunity for observation of the interaction of children living in a conditioned environment. Similarly, the institution staff may find itself carrying out recommendations for the management of children made by case workers whose experience has been limited to work with families in their own homes. The institutional field will move forward more rapidly as soon as it has fashioned professional goals and methods out of its own experience in performing its own function.

**READERS' FORUM****DAY CARE SERVICES—POST-WAR PLANNING**

DEAR EDITOR:

Previous to the war and the liquidation of W.P.A., our city had only three W.P.A. nurseries and three privately owned nurseries. O.C.D. organized an emergency nursery along with a Foster Day Care program and Counselling Service in September, 1942. This nursery is still functioning and it is this particular one about which we are concerned. There being no more O.C.D. funds, our nursery is being turned over to the Lanham fund group, October 15. We will continue with counselling and the foster day care program. There is a desire on the part of the O.C.D. Child Welfare Committee to work through the Council of Social Agencies, to have our County Child Care

Committee recognize the value of counselling with mothers before entering the child or children into the center.

During the latter part of 1943 and in 1944 our Metropolitan Housing and War Housing have built child care centers into the projects. These are being operated by Lanham funds.

a. These centers are not connected with any local permanent organization.

b. We understand that federal funds will be available only six months after the war.

c. The project buildings, no doubt, will be torn down after the war.

These three factors would indicate that the seven housing child care centers operated by Lanham funds are temporary. This community does not have a nursery association.

What are the trends in looking ahead relative to the continuance of nurseries? Do you have suggestions as to how the future needs can be determined for locally operated nurseries? Should they be organized under (1) board of education, (2) a social agency, (3) an incorporated nursery association?

**REPLY**

The situation described in this letter and the questions raised are timely, and significant of a countrywide need for the immediate planning of post-war day care services.

In the first place it may be assumed that since your community was an industrial center before the war, it will continue to be one after the war. In most industrial cities day care needs were inadequately met before the war emergency, with resulting serious neglect of children. Unless a number of the new child care centers and foster family day care services are maintained after the war without interruption, hardship and loss of protection for children of working mothers will result. You state that O.C.D. funds for the emergency nursery have already been exhausted and that the nursery is being turned over to the Lanham fund group.

This indicates the need for determining the number of mothers who will find it necessary to continue working after the war, and will require day care arrangements for their children. A tentative estimate could be made by having your Counselling Service interview parents now using the child care centers and the Foster Day Care service.

It is also advisable that the industries at present employing women be requested to indicate the approximate number of women to be employed in post-war production and on what basis the selection will be made. The community's former peace time pattern of employment of women should be considered and also the various types of jobs other than in industry, which will again become available.

Such information will help to indicate the number of centers and foster family day care units which will be required.

Another step in post-war planning for day care will, of course, be to determine methods of financing. We suggest that this should be of such immediate concern that a state-wide survey is made. If Lanham funds are to be withdrawn six months after the war, is there any possibility that a state appropriation for day care can be made?

If neither federal or state funds will be available it seems imperative that provision be made for support of day care centers and the foster family day care program from local public funds or from private funds through the Community Chest, as are other essential social services.

An incorporated nursery association participating in the Council of Social Agencies should tend to strengthen a balanced and specialized program including health, developmental and case work



services and to produce a more uniform standard of care. In our opinion this would be preferable to having day care services administered either by a board of education or by another social agency since each has responsibility for a different function.

—A. T. D.

N.B.

*This problem can be anticipated country-wide and many communities have already expressed concern. We are therefore inviting comments and suggestions as to possible solutions.*

### Wartime Plans for Child Welfare

(Continued from page 7)

plans are under way to finance a recreation program by public subscription. YMCA, YWCA, and Boy and Girl Scouts are broadening their activities, and various civic clubs are initiating athletic programs and cooperating in the financing of camps for youths. The wave of discussion of juvenile delinquency seems to have been replaced by a more wholesome trend to do something about such situations rather than only to speak of the evils of the next generation."

"Plans are still under way to erect a large recreational center in the county seat. It seems that the chief handicap at present is lack of leadership. So far efforts to bring trained personnel into the county to direct recreation have been unsuccessful with the result that more and more teen-age boys and girls who necessarily have to remain at home are lamenting the fact that they have nothing to do and that everything is 'lonesome and dull.'"

"The two nursery schools in the county seat are doing fine work. When the nursery schools were first organized, they were regarded as temporary organizations. Now, however, they are accepted and planned for on a permanent basis."

### Results

As efforts to combat the disastrous effects of the war upon children, and as contributions to post-war planning, the projects undertaken by Alabama communities have attained a degree of success. We read among the reports:

"There has been a decided decrease in juvenile delinquency in this county during the past six months. Only four children were referred to court while during this same period a year ago there were 13. We attribute this decline to: the realization of the problem by the adults of the county; the special efforts to enroll every boy and girl in Scout Troops, Brownies, and Cubs; and the employment of an additional attendance officer by the county and of another part-time officer by the city. Another factor in lessening delinquency has been the establishment of a teen-age club under the sponsorship of one of the men's civic groups. This club is the outcome of not days, but months, of planning, but we are beginning to feel now that all of the time was well spent. Still another effort to decrease delinquency will take definite form in July when three parks will be opened."

While child welfare problems have assumed real magnitude, the evidence of a realistic approach and thoughtful planning offers encouragement. If the war has "netted" public concern for old problems accentuated during the present emergency, there is a resulting challenge for social workers and public officials as post-war planning proceeds. The quickened interest in recreation, youth clubs, nursery schools, sound child welfare legislation, and adequate ADC grants must be maintained if children are to share realistically in the coming peace.

### Basic Rights of the American Child

"JUVENILE delinquency is not war-born . . . Where the basic needs of children are adequately met, delinquency is at a minimum . . . failure to provide essential health, educational, recreational and social services has been accompanied by increasing conflicts between children and the law."

In such simple and clear terms, Senator Claude Pepper reported on juvenile delinquency for the Subcommittee on Wartime Health and Education, of which he is Chairman.

This report should be a "must" reading for every citizen interested in the welfare of our nation. After investigation and deliberation the committee reported on the causes of Wartime Juvenile Delinquency.

A brief statement on the extent of the problem, is followed by discussion of some of the popular fallacies both as to cause and method of treatment. These brief excerpts need to be underscored.

"A popular tendency to ascribe delinquency to some single factor, such as neglect of children by working mothers, the lure of high wages for parents and children, an alleged demoralizing effect of higher family income . . . received little support from analysis of the testimony . . ."

" . . . It is impossible to place a finger on any single factor as the cause of delinquency . . . Sweeping statements have been made to the effect that many mothers neglect their homes and forsake their children for more exciting jobs in war industries. Evidence presented to the committee, however, indicates clearly that many mothers go to work out of an earnest desire to help win the war. One prominent shipbuilder testified that production could not be maintained in his plants without the help of working mothers."

"The committee believes that the proper answer to the problem of the care of children of working mothers is provision of suitable facilities for the care of these children during the working hours of their parents . . ."

"The committee does not believe, however, that needy mothers of small children should be forced into poorly paid and nonessential employment."

"Attention was called by witnesses to the fact that there are three times as many employed children as there were two years ago . . . insufficient public assistance allowances frequently make it necessary for families to depend upon the income of juvenile members."

"Witnesses made it clear that the soundest approach to juvenile delinquency is prevention . . . Good medical care and supervision should be available in the community at costs consistent with the family income."

"The committee believes that effort should be directed toward meeting these basic requirements as nearly as possible for all children."

Under the heading of "treatment" is recognized lack of adequate facilities for special services to children, such as child guidance centers, adequate detention facilities, juvenile court and probation systems. In addition, there is a special plea that,

"Prompt action must be taken to crush immediately all efforts to make use of children in promoting antidemocratic and anti-American propaganda."

Under "recommendations" it is pointed out that,

"It is of primary importance to effect through existing agencies a coordinated program to provide for the basic needs of all children. Such a program would be aimed at better housing and more adequate facilities and personnel for education, medical care, recreation, guidance, and social services for children."

There follow suggestions on helping children be aware of their place in the destiny of our country.

"Fuller participation in war activities would be unquestionably a powerful answer to part of the delinquency problem . . . It would touch especially the teen-age boys and girls who are particularly susceptible to the tension and excitement of war. It would raise the morale of all children and of the entire Nation."

Study of the report and community plans that would put the recommendations into practice should go a long way toward "the conservation and fullest constructive utilization of its (U.S.A.) greatest human resource."

### New League Member

CHILD WELFARE DIVISION, STATE DEPARTMENT OF  
PUBLIC WELFARE  
Nashville, Tennessee  
Miss Roberta Miller, Director

### Care of Children Prior to Adoption

*The Statewide Technical Advisory Committee on Adoptions of New York State, appointed by the Commissioner of Welfare in May 1940, recently issued a preliminary report of its thinking on problems, policies and practices. Because we have had inquiries on the care of children prior to adoption we know our readers will be interested in the Committee's statement on this question. We quote:—*

"Members of the technical committee expressed the opinion that very few children relinquished for agency adoption can best be cared for in their own homes or those of relatives during the period leading to adoption placement or even before the mother has come to her final decision to separate from her child forever.

"Since it is only occasionally possible or desirable to leave children with relatives for observation prior to their adoption, the use of boarding homes has become quite general. As it is recognized that it is difficult for individual infants to come by the same affectionate nurture in institutions (where they are cared for in groups and attended by several different staff members) as they are able to secure in boarding homes, the latter type of placement has met with increasing favor. The New York State Department of Social Welfare usually recommends, therefore, that children in foster care under two years of age be cared for in boarding homes instead of in institutions. The technical committee agreed with this recommendation and felt that in general the qualities of boarding parents who do this type of work and the boarding rates paid to them should be the same as for all boarding parents. However, one or two members were of the opinion that there may be special qualities and capacities needed by these foster parents to enable them to accept the adjustment involved in caring for and then giving up such children for adoption.

It was thought by the committee that prior to their adoption, children might be suitably placed in boarding homes under the following circumstances:

- (1) During the time when parent or parents are coming to a decision.
- (2) During the time that a child's physical improvement or habit training is being sought.
- (3) During the time that observation is being made of a child's development if the child's fitness for adoption has been questioned.



## BOOK NOTES

JOURNEY THROUGH CHAOS, by Agnes E. Meyer, Harcourt, Brace & Co., N. Y. 1944.

The generation born during the last decade is fortunate in having in Agnes E. Meyer the Ernie Pyle of child welfare. Her "Journey Through Chaos" deals with a wide range of social problems, but throughout its pages there is a keen sensitivity to the stakes of children in the larger economic and social issues of our day.

A seasoned reporter who has toured England in wartime and then her own country, Mrs. Meyer shows us America in all its moods, neglecting children in its national capitol and mobilizing its resources for child welfare in Cleveland and Wichita. Certain blind spots in the social vision of Cleveland and Wichita also are pointed out. Her vigorous criticisms are sufficiently balanced by commendations to convince the reader that here is realistic portrayal of the 25 cities and towns she has described with fairness and without fear. Her errors in observation probably are no greater than those of experienced social surveyors and consist of deviation in emphasis with an occasional omission, but seldom a deviation from basic facts.

Her findings have important post-war significance. One of her conclusions is that, "At present we are socially as unprepared for peace as we were for war." This is an obvious deduction from her evidence of serious wartime bungling in most of our communities and in the country as a whole. Mrs. Meyer, whose testimony at Congressional hearings has been both critical and constructive, is outspoken in condemning confusion and disharmony in the Federal government. She recommends the establishment of a Department of Public Welfare whose secretary would administer health, education and welfare services such as now operate with too limited coordination.

"The disgraceful social debacle on the home front, that we have experienced during the war, should open our eyes to the fact that our whole machinery of social defense is outmoded on a Federal, State and local level. Of these three links in the chain of social endeavor, the state organizations are the strongest and it is a wholesome sign of local initiative that the states, in the absence of a strong Federal program, have made great progress in adjusting their work in the fields of health, education, and welfare to the wartime problems. But the congested areas are in urgent need of help and at present the many Federal bureaus in Washington concerned with social protection find it just as difficult to coordinate their efforts as do the local public and private agencies. The usual slow methods of progress simply will not do if serious trouble is to be averted. The Nation should no longer tolerate such a cumbersome, sprawling organization and such inefficient administrative procedure in Washington, now wholly inadequate not only to meet a war crisis, but to cope with the pressing problems of a modern, industrialized society. We should demand at once the regrouping of all Federal bureaus, concerned with education, health, and welfare under one department whose administrator will be a

Cabinet officer. Moreover, just as the Secretary of Labor has a mandate to promote the interests of the wage earner, so this new Cabinet member should be given the positive mandate to promote the human welfare of the whole population. He should be an outstanding executive and have at his disposal a department of research, staffed with the best and most progressive minds in the country, people with vision and courage, who would not only repair injustices and inequalities, but who could prevent them from arising.

"The absence of a broad Federal program for child care has had the salutary effect of galvanizing the states and local communities into action. This movement has been largely stimulated by temporary funds made available for a short period through the Children's Bureau and the Office of Education. Judging by the interest that I encountered everywhere, it is evident that out of the shocking neglect that the war has brought to light and intensified, will come a new awareness of our responsibility for the health, education and guidance of childhood."

This review is written with fresh memories of visits to many of the communities which Mrs. Meyer describes. Our G. I. children need her continued efforts in their behalf and most any of them would be glad to sharpen her pencil.

—HOWARD W. HOPKIRK

CHILDREN CAN HELP THEMSELVES, by Marion Olive Lerrigo, Macmillan Co., N. Y. 1943. \$2.25.

In the first section of her book, Miss Lerrigo introduces her theme with the statement, "Parents are often willing to do everything for their children except to teach them what to do for themselves." Using David and his parents as her characters, Miss Lerrigo pictures the development of an average child from infancy to eleven years of age. Other characters, such as David's playmates and his younger brother, provide examples of the variation in the development of average children on the basis of their individual differences. The successful use of the narrative form provides a human, warm background for the more technical material.

In using the terms, "health, healthy attitudes, and behavior" in their broadest sense to include the child's satisfactory development physically, emotionally, and intellectually, Miss Lerrigo achieves a consideration of the child as a whole. It provides also an excellent background against which to show the changing emphasis in the parents' relationship to and care of the child in terms of his varying needs from infancy to beginning adolescence. A graphic illustration of this is given in two excerpts. From the description of David at one month is the following—"David likes the attention his mother gives him. He likes to be fed, of course, and he likes to be dried when he wets himself. He likes all these things that his mother does for him, but he has scarcely picked her out as a person yet." In speaking of David at the age of eleven Miss Lerrigo writes—"It is nothing new for David to think for himself, and to find out

things for himself; he has been doing that, in one way or another, since he was a baby, but now he is using more advanced methods of investigation. When he finds an unfamiliar word, he looks it up in the dictionary instead of asking dad or mother." It is reasonable that nearly half of the book should be concerned with David's development up to two years of age, since it is during that period that he is changing more rapidly than he will at any other period in his life and since the foundation for his later development and relationship with his parents and other people is established then.

The book starts before David's birth, with the parents' consideration of the responsibilities of parenthood. As soon as David is born his parents begin to recognize him as an individual and they find that even at that age, there are things which he is already doing for himself such as nursing and indicating by his cry his discomfort at being wet. The process of giving David the opportunity for helping himself and stimulating his desire to do so to the degree possible for him at any given age starts at that point. Underlying this, is the readiness of the parents to give fully and warmly the physical care or help which the child needs. That this requires much of the parents and that they cannot always maintain the ideal situation is taken into account in the presentation of their own doubts, questionings and irritation. The child, however, is able to carry for himself some of the responsibility in the relationship and uses the spontaneity of the parents in learning to know them as people who react to him in terms of his behavior and attitudes.

The very structure of the book itself, separated by topics rather than by chapters, demonstrates tangibly the continuity of the subject and its development. The topical headings are indicative of the clarity with which the child's gradual change and his broadening relationships and interests are shown. Up to eighteen months, one topic is "Expressing his feelings and emotions,"—at two years this becomes, "Expressing and controlling feelings and emotions." At eighteen months, one topic is "Getting acquainted and developing socially" and at three years this topic has become, "Growing up socially." The topic "Adventuring safely" appears for the first time at two years and "Sex education" at eight years. The topics contain, also, an introduction to the whimsical warmth, the feeling for the parents as well as the child, as illustrated by, "The diaper question again."

"Children Can Help Themselves," written by a psychologist who has utilized results of scientific testing of children, is a book which will provide the social worker with information concerning specific

items of measurement in the areas of self-help, motor development, and socialization for children from infancy to eleven years. The wide possibilities for variation within these areas for the child who is generally called average are also indicated. The development of this material within a living situation, and the simple, clear phraseology makes it a book which parents, too, would find valuable.

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**CHILDREN AND FOOD IN DAY CARE CENTERS.** Social Welfare and Public Health Department, Greater New York Southeastern District Home Economics Association, 1944. Pamphlet. Price 40 cents each, for 10 or more copies, 35 cents. Ordered through Home Economist, Community Service Society, 105 East 22nd Street, New York 10, N. Y.

This pamphlet presents in simple non-technical language essential facts about the nutritional needs of children and the types and quantities of food which they should have. It gives practical advice about choice, purchase and storage of food, and methods of cooking to safeguard food values. It suggests simple methods for determining the quantities of food to be purchased, for use of ration points and for kitchen management and sanitation. There is in addition a selected list of recipes, in quantities sufficient to serve fifteen children and two adults.

The outstanding feature of the pamphlet is the clarity and simplicity with which technical knowledge and experience in home economics are put at the service of workers in other fields. The teachers and social workers in the child care centers will find in this pamphlet the answers to many of these problems and fruitful suggestions for improvement of their program.

### Books in League's Lending Library Reviewed in 1944

**CHILD DEVELOPMENT:** Physical and psychological growth through the school years, M. E. Breckenridge, M. S. and E. L. Vincent, W. B. Saunders Co., Phila. 1943. \$3.25.

**EDUCATION OF THE YOUNG CHILD:** A nursery school manual, C. Landreth and K. H. Read, John Wiley & Sons, N. Y. 1942. \$2.50.

**INSTITUTIONS SERVING CHILDREN,** H. W. Hopkirk, Russell Sage Foundation, N. Y. 1944. \$2.00.

**PLAY CENTERS FOR SCHOOL CHILDREN,** A. Franklin and A. E. Benedict, Wm. Morrow & Co., N. Y. 1943. \$1.50.

**THE RIGHTS OF INFANTS,** M. A. Ribble, M.D., Columbia University Press, N. Y. 1943. \$1.75.

**SOCIAL WORK AS A PROFESSION,** E. L. Brown, Russell Sage Foundation, N. Y. 1942. \$1.00.

**UNDERSTANDING THE YOUNG CHILD,** William E. Blatz, Morrow Pub. Co., N. Y. 1944. \$2.50.